

Executive Summary

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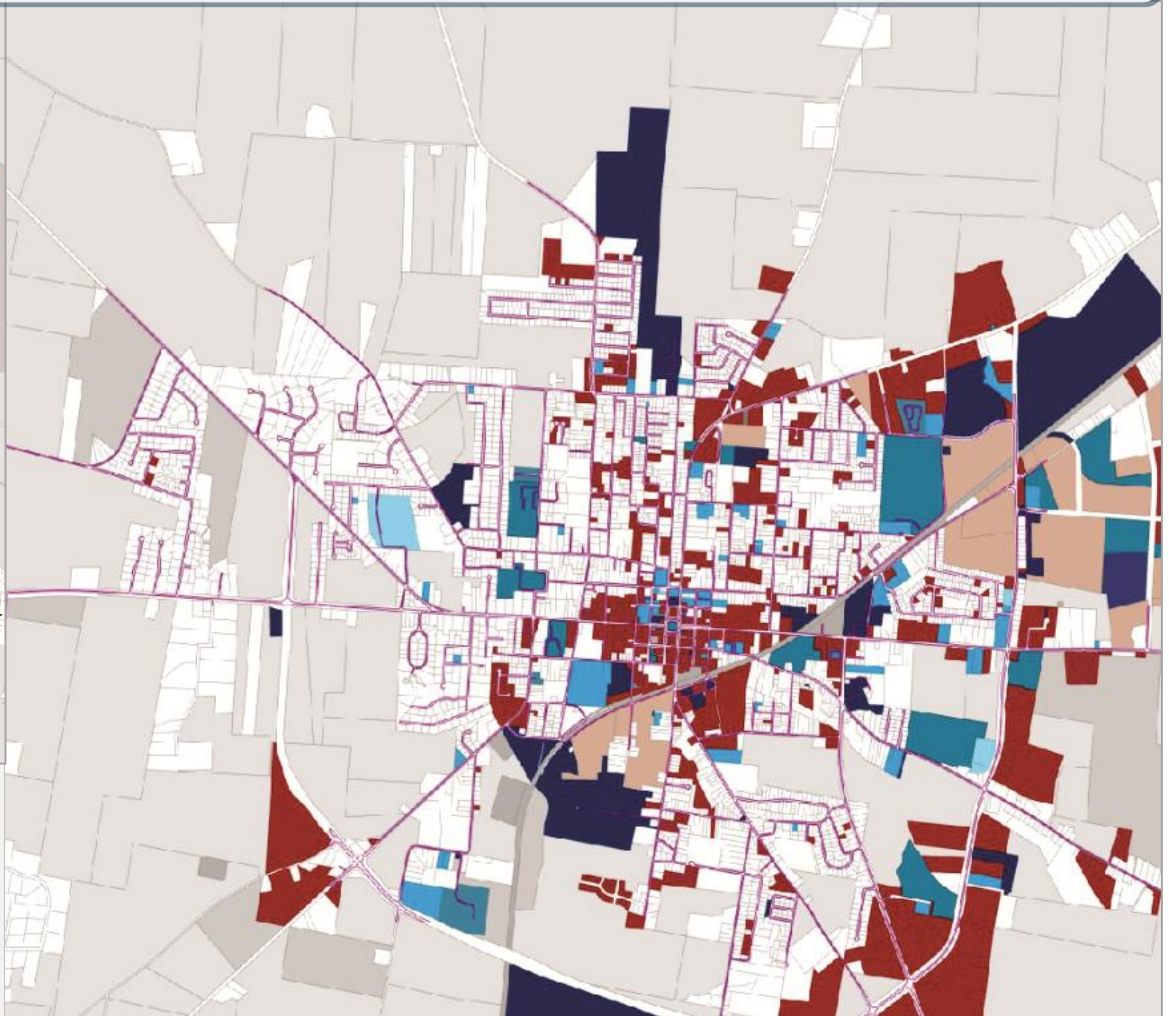


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1 | INTRODUCTION

1.1 | ORIGIN OF THE PLAN

In the fall of 2009, Brownsville's former mayor, Webb Banks, invited the University of Memphis Graduate Program in City and Regional Planning to examine alternative strategies for encouraging more of the City's employees to live within the community. The report produced by the U of M's Special Planning Studio, "Strategies for Enhancing Resident Attraction to Brownsville, TN", emphasized how branding, urban design, and transportation initiatives could be used to more effectively promote the community.

During her election campaign in 2010, Mayor Jo Matherne urged Brownsville residents and leaders to work together to create and implement a strategic development plan designed to improve the city's competitive position within the region, state, and nation.

In the fall of 2010, Mayor Matherne invited Sharon Hayes, an experienced higher education administrator, to join her administration as Director of Planning. She also re-organized the City's Planning Commission, in part, to provide leadership for this new strategic planning process through the appointment of several new members, including women and people of color.

Mayor Matherne and Sharon Hayes invited representatives of the State of Tennessee's Local Planning Assistance Office (LPAO) and the University of Memphis Graduate Program in City and Regional Planning to come to Brownsville to meet with representatives of the Board of Aldermen, City Planning Commission, Historic Zoning Commission, and other community leaders to discuss the City's future.

During this meeting, local officials and their invited guests discussed the catalytic effect that an inspired master plan could have upon the city's ongoing economic and community development efforts. They also explored ways in which the State of Tennessee's Local Planning Assistance Office and the U of M Graduate Program in City and Regional Planning could work together to assist Brownsville in completing a comprehensive development plan that could have a "transformative" effect on the quality of life within the city.



Mayor Matherne (on the left) and City Planner Sharon Hayes (on the right).

Subsequent to this meeting, Mayor Matherne invited the University of Memphis' group to prepare a detailed work plan (a.k.a. scope of services) designed to involve a broad cross-section of the community's residents, business owners, institutional leaders, and elected and appointed officials in the creation of a high-quality master plan to guide the city's future development.

In early January 2011, the City of Brownsville awarded a \$39,000 contract to the University of Memphis Graduate Program in City and Regional Planning to generate and analyze the environmental, economic, and social data required to prepare a comprehensive development plan for the city. Upon receiving the contract, the University, under the leadership of Dr. Kenneth M.

Reardon, Professor and Director of the Graduate Program in City and Regional Planning, assembled an experienced team of architects, planners, and economic development professionals to serve on the University's Brownsville Planning Team (BPT).

1.2 | THE GOALS OF THE PLAN

During early February of 2011, the BPT worked with Brownsville's Mayor, Planning Director, Planning Commission, and Board of Alderman to establish a set of overall planning goals and guiding principles to shape the planning process. After considerable discussion, these local officials asked the University's BPT to devise a planning process that would:

- help local officials develop policies and implement programs resulting in a higher quality of life for local residents;
- encourage new investment in local businesses to expand employment and entrepreneurial opportunities for current and future residents of the city;
- offer local residents and stakeholders the opportunity to determine the future direction of their community's growth and development; and
- Nurture the development of a new generation of civic leaders committed to building a more vibrant, sustainable and just Brownsville.

1.3 | GUIDING PRINCIPLES

Brownsville officials, led by Mayor Matherne and Sharon Hayes, met with University faculty and students several times before the official start of the Brownsville planning process to develop a set of guiding principles designed to produce a plan that would be:

- informed by the city's rich social history and cultural heritage;
- shaped by a careful analysis of the best quantitative and qualitative data describing local conditions and stakeholder preferences;
- based upon the community's many human, financial, and physical assets;
- responsive to the hopes and aspirations of Brownsville's current residents, business owners, and institutional leaders;
- consistent with the County, region, and state's key economic and community development policies, plans, and programs;
- protective of the Brownsville's most important natural resources (Excellent soil, verdant wetlands, abundant wildlife, many scenic views, and easy access to the Hatchie River and National Wildlife Refuge);
- sympathetic to preserving an impressive stock of historic homes, commercial buildings, churches and public facilities;
- bold enough to inspire local residents, businesses, institutions, and allies to work together to achieve its most important elements;
- achievable using city resources that successfully leverage significant amounts of external public and private funds;
- Involve local youth as well as new residents in an exciting community planning and development process that would develop their citizen organizing, problem-solving, and policy-making skills.

1.4 | PLANNING METHODOLOGY

The University's Brownsville Planning Team (BPT) collaborated with Mayor Matherne and her local planning colleagues, to devise a research methodology to involve as many local residents and leaders in the planning process as possible. As a result of the ongoing outreach activities undertaken by faculty and students, in cooperation with local leaders, more than 350 individuals participated in the development of this plan. Between February and June 2011, the University's BPT worked with local residents and leaders to carry out the following research activities.

Phase	Research Activities
Intelligence	<p>Archival Research Student planners reviewed dozens of past plans, reports and studies producing a detailed historical timeline.</p> <p>Community Mapping More than 60 residents worked together, in small groups, to map the city's many assets.</p> <p>Resident Visioning Activity More than 50 residents participated in a guided visualization exercise to imagine what an improved Brownsville would look like in 2030.</p> <p>Camera Exercise More than 40 residents and business owners used disposable cameras to document existing community conditions.</p> <p>Census Analysis University students analyzed recent population and housing trends comparing Brownsville to 6 other small cities in TN and the State</p> <p>Movers and Shakers Interviews University students conducted one-on-one interviews with more than two dozen local civic and business leaders.</p> <p>Focus Groups University students and faculty facilitated focus groups with local small business owners, corporate managers, religious leaders, youth, and Latino/a residents involving more than two hundred individuals.</p> <p>Resident Interviews The University Survey Research Center conducted telephone interviews with more than 200 city residents.</p> <p>Hernando, MS Field Trip University faculty, with the assistance of municipal officials from Hernando, MS, organized a study tour that twenty-five Brownsville leaders attended to identify "best practices in small town planning."</p>
Design	<p>SWOT Analysis More than one hundred residents assessed Brownsville current strengths and weaknesses and future opportunities and threats, in an iterative fashion, following the completion of each new data collection activity.</p> <p>Establishment of Overall Development Goals and specific Improvement Objectives Approximately eighty residents worked together to identify an overall development goal and specific improvement objectives to guide the future development of the City.</p>
Choice	<p>Formulation of Detailed Action Plans Fifty local leaders attended two meetings to formulate issue specific action plans to help the City achieve its overall development goals and objectives.</p> <p>Organization of a Neighborhood Summit Eighty residents participated in a daylong Neighborhood Summit to review, refine, and approve a draft of Brownsville' Preliminary Planning Framework before it was presented to the City Planning Commission for review.</p>

2 | COMMUNITY PROFILE

2.1 | POPULATION TRENDS

Similar to many other small cities located within rural areas of West Tennessee, Brownsville experienced a modest population loss between 2000 and 2010. The Brownsville on the Move Comprehensive Development Plan contains numerous proposals designed to encourage current residents to continue living in the City, college bound students to return to the community upon receiving their degrees, employees of local firms living outside of the City and the County to move into town, and targeted non-residents, especially military and non-military retirees, to consider moving to Brownsville for its home-town feel, natural beauty, many cultural resources, excellent health care services, and easy access to nearby Jackson and Memphis.

2.2 | RACIAL COMPOSITION

One of Brownsville's most distinctive characteristics and greatest assets is its racial and cultural diversity. Sixty-five percent of the City's current residents identify themselves as African American, thirty percent as White, four percent as Latino/a and one percent as being from other racial identity groups. The City's ability to attract and retain residents from a variety of backgrounds is an important asset. It is a somewhat uncommon one, especially among smaller West Tennessee cities, in this period when the nation is becoming increasingly racially and culturally diverse due to increased transnational migration caused by powerful global economic and political forces.

Figure 2.1 | Population Trends Table (US Census)

Year	Brownsville	Haywood County	Tennessee
2000	10,748	19,437	5,689,283
2010	10,292	18,787	6,346,105
% Change	-4.2	-3.3	11.5

Figure 2.2 | Brownsville's 2010 Population by Race/ Ethnicity (US Census)

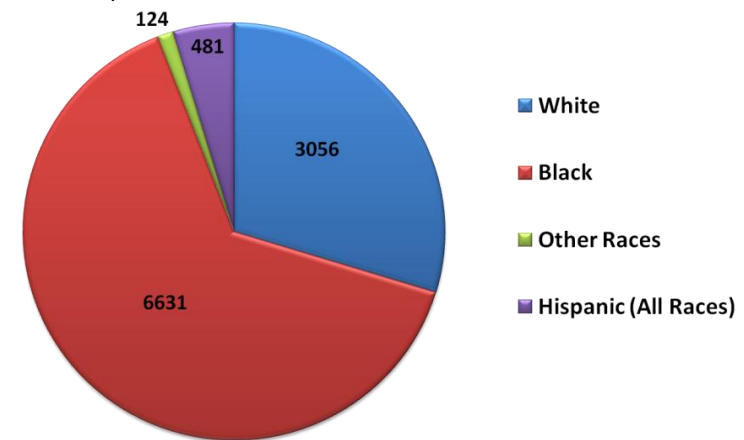


Figure 2.3 | Population under 19 and over 65 (2010 US Census)

	Brownsville	Haywood County	Tennessee
Under 19	3,151	5,516	1,638,624
Over 65	1,234	2,577	796,977
Total	4,385	8,093	2,435,601
% of total	42%	42%	40%

2.3 | YOUNGER AND OLDER RESIDENTS

The number of young people and senior citizens living in a community is of great significance to local leaders and officials. Young people and senior citizens require a significant level, and somewhat unique set, of municipal services. On the service side, young people require a high level of health care services, quality child care and public education, significant recreational facilities and programs, and ongoing transportation assistance. Seniors, while requiring a different set of recreational programs and fewer educational resources, require many of the same services as young people as well as affordable and supportive housing options.

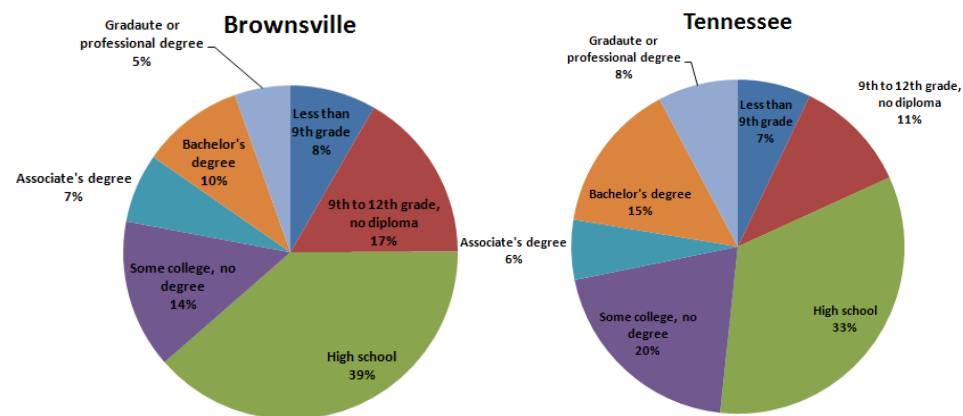
Brownsville is similar to many other smaller communities in West Tennessee and the State of Tennessee in that young people and senior citizens comprise more than 40% of their respective populations. Attention must be given to the provision, organization, and coordination of services to these two populations. Given current and future limitations on funding for domestic social programs, every opportunity must be pursued to deliver these services as efficiently as possible through more effective use of technology, merging of service providers whenever possible, and building multi-use facilities that serve both groups whenever feasible. The current trend towards the design and development of combined neighborhood school/community center facilities that offer families the opportunity to walk to a neighborhood school that also houses adult education facilities, a fitness center, and the offices for local non-profit organizations that support children and families is an excellent example of such a shared community facility.

2.4 | EDUCATIONAL ATTAINMENT

Educational attainment levels for adults over the age of 25 are significantly lower in Brownsville than the State of Tennessee as a

whole. One in four residents of Brownsville does not possess a high school diploma. During bad economic times, these individuals face serious challenges when seeking living wage employment. Those who are parents may be extremely limited in their ability to support their children's educational journey. Recent research highlights the critical role active parental involvement in children's school work plays in their long-term success.

Figure 2.4 | Educational Attainment in 2010 (US Census)



The modest percentage of Brownsville residents possessing either bachelor and/or graduate degrees may also make it more difficult for the City to recruit technology-oriented service industries whose management considers a well educated workforce a key factor in their location decisions. While 15% of Brownsville's adult population holds either bachelor or advanced degrees, 23% of the State of Tennessee's adult population has earned such degrees. These data suggest the importance of investing in adult education programs to enhance the employment prospects of individuals with modest educational attainment levels and to increase the attractiveness of Brownsville to quality companies looking for attractive relocation or expansion locations.

2.5 | EMPLOYMENT BY INDUSTRY

The chart which appears on the following page shows the distribution of the Brownsville workforce by industry. On the positive side, the chart illustrates the highly diversified nature of the City's industrial base and workforce. Very few small cities offer local residents as wide a range of employment opportunities as Brownsville. Two cautionary observations triggered by this table are the large number of jobs that appear in industrial sectors that are either stagnant or in decline or in industrial sectors offering modest wages and few benefits. To the extent possible, Brownsville's industrial recruitment efforts should be focused on firms that are in "sunrise" sectors (Those growing at a rate considerably higher than the GDP) and on those firms committed to investing in the development and well-being of their workforce through strategic human resource management policies and living wages.

2.6 | EMPLOYMENT BY OCCUPATION

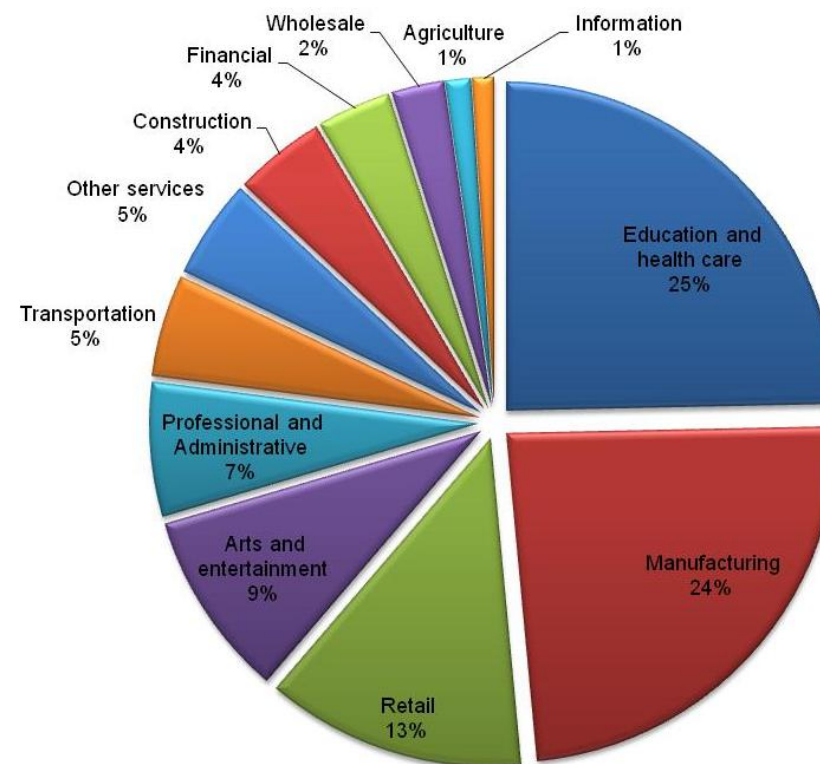
From the figure 3.1.6 you can see the extent to which Brownsville's residents are concentrated in the less well paying and secure secondary labor market. While 62% of Brownsville residents work in the primary workforce; seventy-two percent of the State of Tennessee's workers fall into this category. This chart further reinforces the need for additional general and vocational training for those working in this segment of the workforce.

2.7 | MEDIAN HOUSEHOLD INCOME

Median Household Incomes in Brownsville are lower than those in Bolivar, Dyersburg, Union City, as well as Haywood County and the State of Tennessee. Three related factors help explain this troubling observation. First, Brownsville residents tend to have lower educational attainment levels, placing them at a distinct

disadvantage when seeking employment in our increasingly competitive job market. Second, many of the industries that exist within the Greater Brownsville Region are in stagnant and/or declining industries where wages have not kept pace with the overall growth of the economy. Third, many Brownsville residents are employed in the secondary labor force where wages are low, employment part-time and/or seasonal, benefits are rarely fully provided, and job security uncommon.

Figure 2.5 | Percent of Jobs by Industry in Brownsville
(2010 US Census)



		Brownsville	Tennessee	Brownsville	Tennessee
Primary	Managerial	19.4%	27.0%	62.2%	71.8%
	Professional	12.7%	14.9%		
	Service	14.6%	9.7%		
	Sales and Office	15.5%	20.2%		
Secondary	Farming	0.0%	0.3%	37.8%	28.2%
	Construction	3.8%	8.3%		
	Production	23.4%	13.9%		
	Transportation	10.6%	5.8%		

Figure 2.6 | Table of people employed in primary and secondary sectors (2010 US Census)

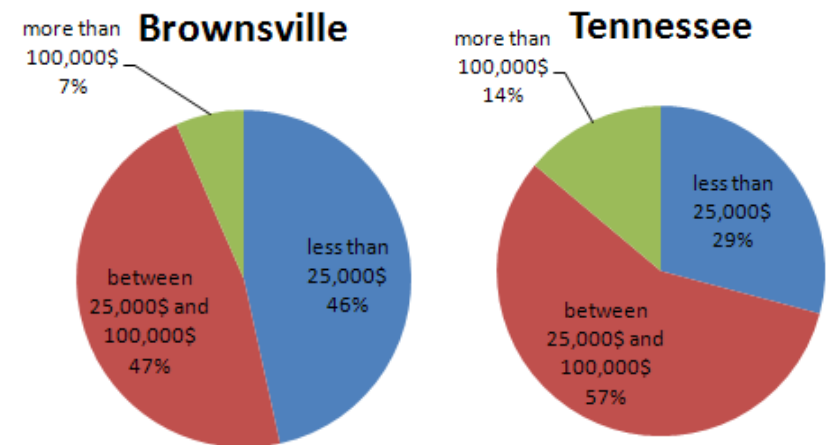


Figure 2.8 | Household Income (2005-2009 ACS)

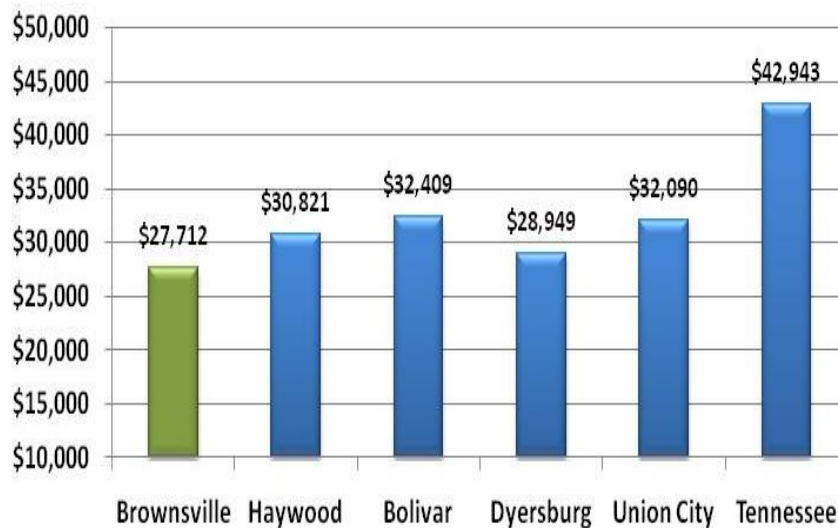


Figure 2.7 | Median Household Income (2009 American Communities Survey (ACS))

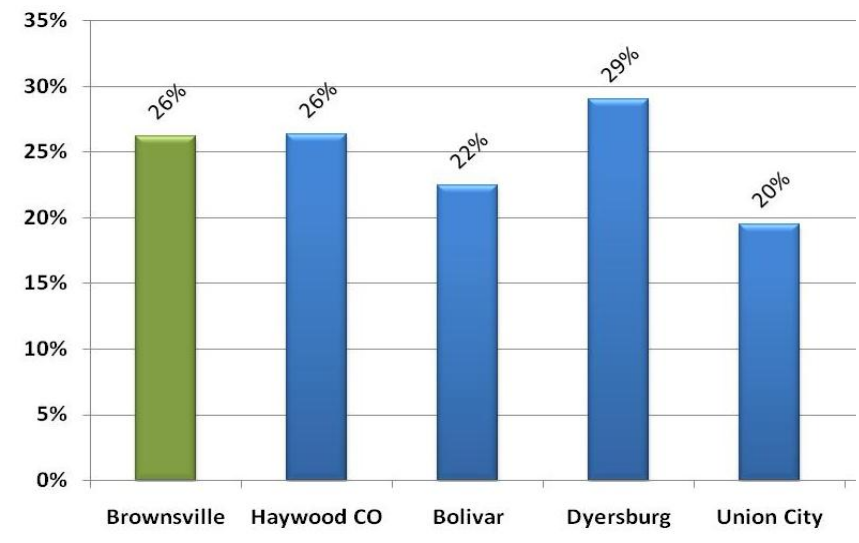


Figure 2.9 | Poverty Rate (2005-2009 ACS)

2.8 | HOUSEHOLD INCOME DISTRIBUTION

Nearly half of the households in Brownsville have combined incomes of less than \$25,000 where as only 29% of the households in the State has such modest incomes. While 47% of Brownsville's residents make between \$25,000 and \$100,000, 57% of the State's workers fall into this category. Moving to the top category, only 7% of Brownsville's workers earn more than \$100,000 whereas 14% of the State's workforce earns more than \$100,000. Again, these data suggest the importance of creating programs to help local residents complete high school, move onto college and, if possible, advance to graduate school.

2.9 | POVERTY RATE

In spite of the overall diversity and strength of the Brownsville economy, more than one in four households have incomes that currently place them below Federal established poverty lines. For the majority of these families, the struggle to provide their household with food, clothing, shelter, and health care remains a constant struggle. These data suggest the need for an immediate outreach effort within the City's poor and working class communities to determine if these families are receiving the full range of state and federal benefits to which they may be entitled. A longer-term strategy would be the completion of a detailed ethnographic study of the City's low income community to identify and develop effective strategies to address the factors contributing to persistent poverty. Such research may identify many different kinds of poverty within Brownsville that may require a series of individually-tailored policy approaches.

3 | EXISTING PHYSICAL CONDITIONS

3.1 | LOCATION AND SIZE

The City of Brownsville is located in the heart of Haywood County in West Tennessee. It is located just north of Exit 56 on Interstate 40 approximately one hundred fifty miles southwest of Nashville and sixty miles northeast of Memphis. The City currently occupies 9.8 square miles of Haywood County. The County itself takes up more than 522 square miles of West Tennessee.

Figure 3.1 Municipal Land Use (2009)

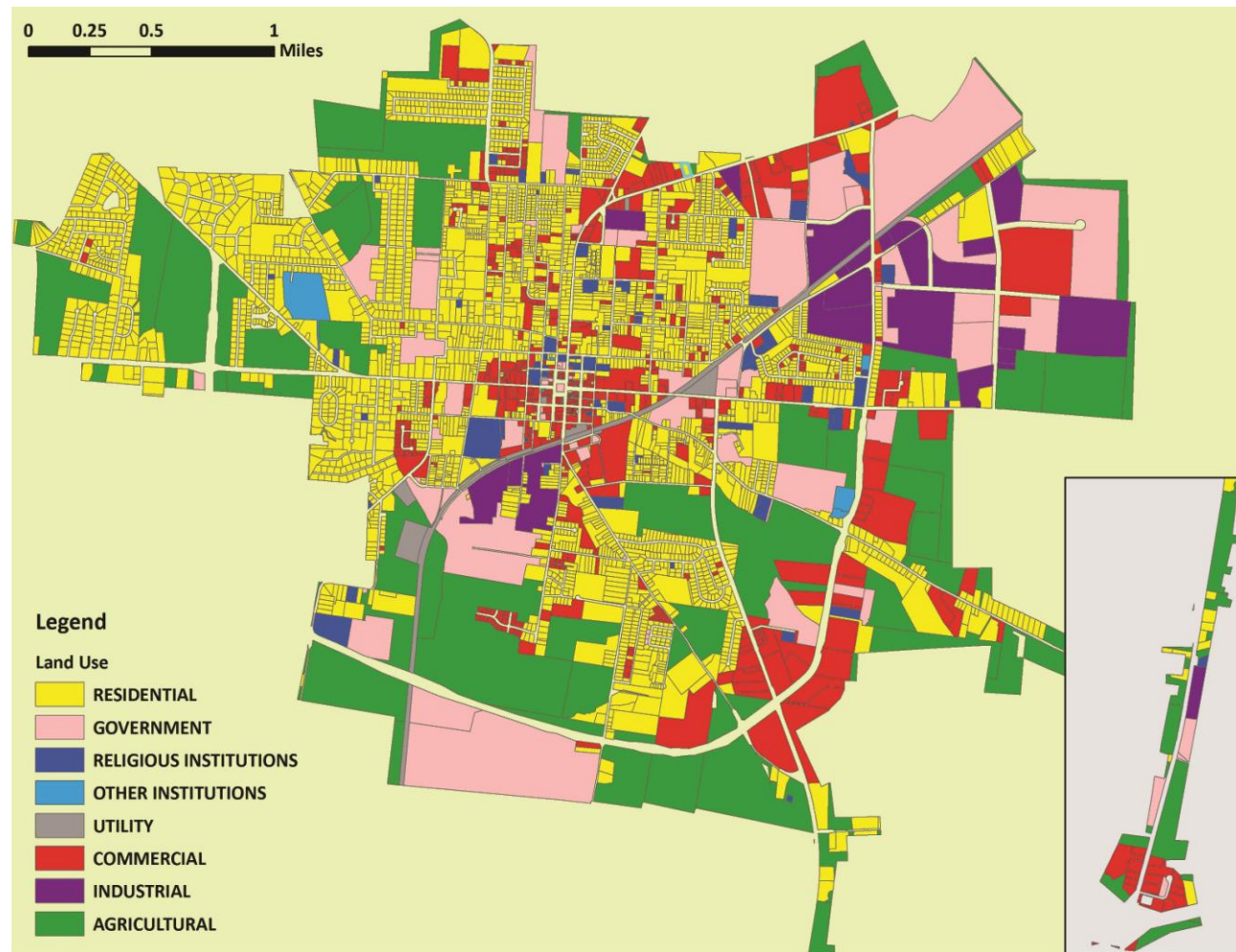
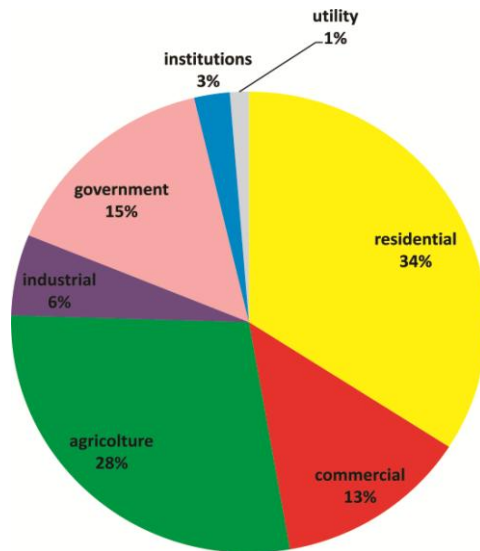


Figure 3.2 Percent of land by land use (2009)



3.2 | CURRENT LAND USE

One of Brownsville’s historic and current strengths is the diversity of the businesses and social functions it has managed to attract and maintain. Currently, the primary land uses within the City limits are residential, commercial, institutional, industrial, civic, and public spaces.

The main land use challenge facing the City is how to resist the tendency towards low-density development at its ex-urban fringe while promoting the adaptive re-use of vacant and underutilized land and buildings near the city center. A particular challenge facing the City is how to return retail shopping to its core and historic residential neighborhoods. Without these uses, the City risks losing its small town ambience where residents would often meet each other in the historic commercial and administrative core or in the City’s two smaller neighborhood-oriented retail nodes. Without

these uses, the City runs the risk of appearing to be a somewhat haphazardly developed suburban-like place.

This plan encourages the City to look for available locations for public and publicly assisted development close to the heart of the City. For example, discussions are currently taking place regarding the near-term development of a new state-of-the-art high school. Rather than replicate another suburban school campus that students must be driven to, could the City, the County School, and the School District work together to identify a site near the core of the City that would enable a significant number of the students, staff, and faculty to walk or bike to classes. Such a change would reinforce the economic and social function of the downtown, promote health and wellness for students and staff, and reduce the amount of air pollution caused by auto and bus-based school transportation.

The City could also encourage the development of more compact, walkable, and bikeable residential projects at its periphery that would preserve more of the City’s nature beauty, require less public infrastructure investment, conserve the use of non-renewable energy resources, encourage more active lifestyles, and promote a higher level of social interaction among neighbors through the use of Traditional Neighborhood Design and New Urbanist architectural principles. These approaches to urban place-making value sustainability, attractiveness, legibility and the social functions of places, especially those elements of a community that comprise the public realm (streetscapes, playgrounds, parks, boulevards, and public areas). The U.S. Environmental Protection Administration has developed a variety of Smart Codes that local communities can modify and adapt to support new forms of development that advance these values.

3.3 | FLOOD PRONE AREAS

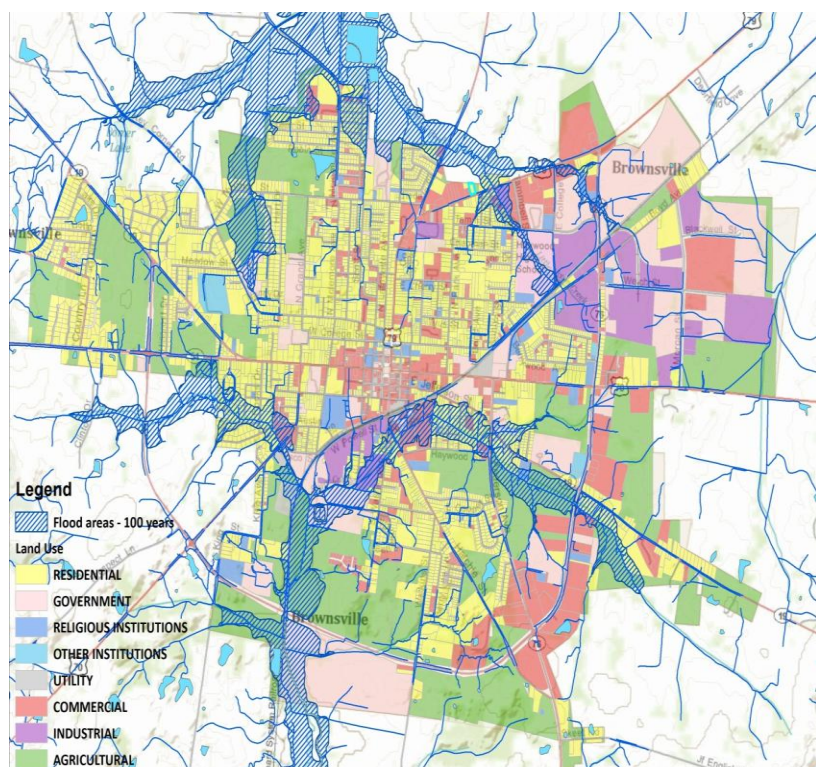


Figure 3.3 Land Use with 1% Flood Hazard Areas (2009)

The map in 3.3 highlights the significant areas of the City of Brownsville that are vulnerable to recurring flooding. The City's existing storm water drainage management system has historically protected it from many of the area's most severe storm and flooding events. However, increasing urbanization that has increased storm water run-off and intensified the severity of storm events triggered by global climate change has exceeded the capacity of the City's existing storm water drainage management system.

The City's efforts to use available and anticipated funds to acquire many of the most vulnerable properties transforming the

land adjacent to the drainage system into an attractive new greenway connected to the Hatchie Wildlife Refuge will offer Brownville residents and visitors an important new recreational amenity for walking, hiking, biking, and urban agriculture.

3.4 | ZONING

The City of Brownsville's current zoning ordinance is based upon a traditional separation of land uses designed to reduce the number of conflicts between property owners using their properties and buildings for different purposes. For example, the current ordinance seeks to prevent busy industrial or retail uses from being located in residential areas or close to schools, hospitals, or nursing homes. While this traditional (Euclidean) approach to zoning that placed a premium on the separation of different land uses has, in fact, kept the number of locally undesirable land uses to a minimum; it also led to a significant amount of sprawl, increase the number of automobile trips families were required to make for work, school, and shopping, and an urban form that was somewhat bland and often uninviting to pedestrians.

Recent years have witnessed a radical re-thinking of land use regulation to address these kinds of problems. More and more towns are abandoning Euclidean-based zoning schemes emphasizing the separation of uses in favor of a more mixed-use land use approach where the type of activity taking place on the land and/or in the buildings on a particular site are viewed as being less important than the way in which the land uses on a particular parcel impact the appearance, function, and public use of the street and sidewalk. This plan encourages Brownsville to move towards the increasingly popular form-based approach to zoning described above which both nearby Germantown and Memphis recently did to better protect its rich vernacular architecture and to encourage more vibrant mixed-use development

4 | RESIDENT PERCEPTIONS

4.1 | CITY OFFICIALS' STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT) ANALYSIS

One of the distinguishing characteristics of the Brownsville on the Move planning process was the extent to which local residents and leaders were actively involved at each step of the planning process. Between February and September 2011, more than 350 local residents, business owners, religious leaders, community activists, and appointed or elected officials shared their analysis of current conditions and future improvement preferences with members of the University's Brownsville Planning Team. A variety of research techniques were used to accurately determine residents' perceptions and preferences, including; community mapping exercises, neighborhood documentation activities, guided visualization sessions, one-on-one interviews, focus groups facilitated in English and Spanish as well as a city-wide phone survey. Through a series of public meetings, held throughout the planning process, an effort was made to actively involve local stakeholders in the analysis of the data generated by these research activities and a discussion of their planning implications.

Citizen participation in the Brownsville planning process began with a public meeting, convened by Mayor Matherne and Planning Director Hayes, involving members of the City Planning Commission, Historic Zoning Commission, and Board of Alderman on February 5th. At this meeting, local officials were asked to identify the City's most important current strengths and weaknesses and, assuming the continuation of current trends, the most significant future development opportunities and challenges. The following table

summarizes the observations of the public officials who participated in this initial planning activity.

	+	-
	Strengths	Weaknesses
Present	<ul style="list-style-type: none"> -Strong cooperation among Mayor and City Board -Abundance of churches and religious institutions -Great family environment -Plentiful tourism & visitor attractions -A diverse population and the existence of good race relations -Convenient garbage collection & recycling pick-up -Interesting and attractive historic districts -Proximity to I-40 -The nearby Hatchie National Wildlife Refuge -Proximity to the Hatchie River -Excellent hunting and fishing 	<ul style="list-style-type: none"> -Lack of appropriate cultural and recreational activity for young people -Outdated educational facilities (Newest school is 41 yrs. old) -Lack of gateways and way-finding signage -Poor media portrayal of Brownsville -Absence of clear development standards -Blighted areas—needing improvement -Poorly maintained building exteriors—needing facelifts
Future	Opportunities	Threats
	<ul style="list-style-type: none"> -Proximity to Jackson/Memphis - an ideal location for satellite campuses (universities) -West Tennessee Megasite -Significant untapped leadership resources within the community -Increasing traffic along I-40 -A small town feel that is ideal for raising children -A great retirement area -Great for in-between living: Jackson & Memphis -Students required to fulfill - 80 hours of required community service -A survey of former residents to determine why they are reluctant to return -The planned, state-sponsored, Solar Farm 	<ul style="list-style-type: none"> -Skilled workers leaving the area -High potential for talented youth to leave the area -A weak educational system

4.2 | PUBLICS' SWOT ANALYSIS

The multiple research methods used by the University's Brownsville on the Move planning process are committed to using the City's many current strengths and assets to address its most serious environmental, economic and social problems. In doing so, local leaders hope to position Brownsville to take full advantage of future development opportunities. In pursuing what Kretzman and McKnight call an assets-based approach to economic and community development, Brownsville planners seek to protect the community from possible threats that may come its way.

The Planning Team's study of local conditions generated significant amounts of data. One of the challenges facing those involved in the local planning process is how to organize and analyze this information. The most common way of approaching this task is through the use of a Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis. The following table presents the Brownsville Team's major findings regarding the City's current strengths and weaknesses and (assuming the continuation of current economic, cultural, and political trends) its future development opportunities and threats.

	Strengths	Weaknesses
Present	<ul style="list-style-type: none"> • Strategic Location • Clean, Quiet and Safe Environment • Strong Soil and Agricultural Base • Proximity to the Hatchie River and Wildlife Refuge • Historical and Cultural Resources and Awareness • A Diverse Population Open to Engagement • Many Committed Churches • Hardworking and Cooperative Governmental Agencies • Strong Municipal Services • Solid Housing Stock • Civic-Minded Citizenry 	<ul style="list-style-type: none"> • Weak Marketing of City Attractions • Uneven Building Maintenance • Underdeveloped Entranceways and Limited Wayfinding Signage • Lack of Urban Design Standards • Aging School Facilities • Deteriorated Housing Near Often Flooding Waterways • Limited Recreational Opportunities • Limited Access to Higher Education • Growing Youth Gangs and Drug Use • Lack of Bi-Lingual/Bi-Cultural Public and Non-Profit Employee(s) • Limited Interracial/Multi-Cultural Engagement
	Opportunities	Threats
Future	<ul style="list-style-type: none"> • Increase Tourism- Marketing Existing Assets • Economic Development Possibilities - Solar Farm / Megasite • Ecotourism Connected to the Hatchie and National Refuge • Retirement Community Possibilities • Satellite Campus Opportunities • Nurturing the Emerging Generation of New Civic Leaders • Capitalizing on the Main Street Program to Revive Downtown • I-40 Related Development • Capturing A Higher Percentage of New Workers as Residents • Better Use of Students Engaged in Required Public Service 	<ul style="list-style-type: none"> • Retirement of Skilled Workers • Possible Future Loss of Rich Agricultural Lands Due to Sprawl • Additional Housing Deterioration Caused By Uncontrolled Flooding • Rising Teen Pregnancy Rates • Increasing Drug-Related Crime Rates • Racial Tensions If Unaddressed • Continued Loss of Students and Families to Jackson • Negative Impact of the Justice Complex's Move on Downtown

5 | OVERALL DEVELOPMENT GOAL & OBJECTIVES OF THE BROWNSVILLE ON THE MOVE PLAN

5.1 | OVERVIEW

This next section of the Brownsville on the Move Development Plan presents residents' vision for a more vibrant, sustainable, and equitable community. This vision is based upon local residents and leaders review of the data presented in the first part of this document.

In May of 2011 nearly eighty local residents, business owners, institutional leaders, and city officials met to discuss the data

contained in this report. They shared their views of what Brownsville could become if residents and leaders came together to creatively and strategically use the City's many assets to enhance the quality of life for current and future residents. The development plan outlined in the following pages is designed to assist residents and leaders in developing and implementing policies, plans, and projects to:

5.2 | VISION STATEMENT

Position Brownsville as West Tennessee' most desirable city recognized for its natural beauty, rich cultural history, artistic attractions and musical heritage, abundant agriculture, exceptional architecture and unique town square, quality public services, faith-based traditions, and love of learning, with a central location bounded by the scenic Hatchie River – **a thriving community where small town values, quality of life, diversity, and entrepreneurial spirit are honored daily.**

5.3 | MAJOR OBJECTIVES

Participants in the planning process were confident this goal could be achieved during the next fifteen years by mobilizing residents, institutions, and agencies to work together to accomplish the following economic and community development objectives:

- Objective 1 |** To preserve and enhance the City’s built environment and public spaces through the skillful application of advanced **historic preservation and urban design** principles and methods;
- Objective 2 |** To expand the City’s economic and tax base by **expanding local employment, entrepreneurial, and investment opportunities** for current and future residents and business owners;
- Objective 3 |** To connect the City’s areas of public and historic interest through a **proposed greenway system** which utilizes the existing floodplain **to** improve access to the city’s neighborhoods and facilities, and the Hatchie Wildlife Refuge;
- Objective 4 |** To strengthen the City’s competitive position within the region and nation through strategic investment in **public education, arts, and culture**;
- Objective 5 |** To facilitate the movement of people and goods by enhancing the City’s existing **infrastructure and way-finding systems**;
- Objective 6 |** To ensure quality **housing choice and security** for current and future residents through creative approaches to neighborhood preservation and enhancement and expansion of the city’s housing stock.

6 | BROWNSVILLE ON THE MOVE IMPLEMENTATION STRATEGY

This section presents a summary action plan featuring a series of short, intermediate, and long-term improvement projects designed to enable the City to make clear and measurable progress towards achieving over the next fifteen years each of the six development objectives presented above. These projects are phased so that those that require the fewest volunteers, financial resources, and legal and/or administrative changes are scheduled to take place first with more complex and demanding projects being scheduled for later on in the implementation process. Momentum generated from the successful completion of the immediate term projects is expected to generate the community support and external assistance required to successfully implement the plan's more ambitious and transformative projects to improve the City's overall quality of life. Ample opportunity remains for local citizens and leaders to review, revise, and improve these proposals in order to accelerate Brownsville's efforts to transform the City into "West Tennessee's most desirable city."

6.1 | | OBJECTIVE 1: HISTORIC PRESERVATION AND URBAN DESIGN - The following table contains projects designed to preserve and enhance the City’s build environment and public infrastructure through the skillful application of advanced historic preservation and urban design principles and methods

Near-Term (1-5 years)	Mid--Term (6-10 years)	Long-Term (11-15 years)
NT1 Building Institutional Capacity - Establish a city-sponsored historic preservation and urban design commission (may rely on the existing historic zoning commission, or the existing planning commission), to be supported by a municipal urban design function, an external historic preservationist, and urban design consultant.	MT1 Brownsville Overlay - Adopt planning codes and regulations aimed at promoting historic preservation as well as more pedestrian-friendly; mixed-use district. Including a form-based land use control ordinance that would expand the boundaries of the Court Square Historic District and Residential Historic District. Establish a new Dunbar Carver Historic District.	LT1 The School Back to the City Core -Abandon campus-based school complexes at the City’s periphery in favor of the adaptive re-use of infill sites closer to the town center.
NT2 Brownsville’s Art History - Organize cultural events (festivals, conferences, art exhibits, children’s scavenger hunts, weekly tours with and for local stakeholders, etc.) dedicated to highlighting the civic and social role of Urban Design in historic and contemporary Brownville, to start a conversation on the role they can play in advancing specific improvement projects.	MT2 Adopt a wall initiative -Initiate a public murals project within the Court Square District to transform highly-visible but unsightly exterior walls into public art installations celebrating the City’s history.	LT2 Brownsville Greenway - Complete the implementation of a greenway system surrounding the City that will include areas within the floodplain and also be used as a curvilinear park for recreational and outdoor sport activities by local residents and tourists.
NT3 Main Street Brownsville, Inc. - Build upon the current Tennessee Downtowns program and square master design plan to revitalize and preserve downtown, complete and celebrate with “Brownsville’s Looking Up”, as the base to achieving the next level, National Main Street status for downtown Brownsville	MT3 Brownville Urban Trails - Establish at least two urban trails celebrating Brownsville’s art and history, with the aim of encouraging pedestrian use of Brownsville’s urban core while exposing visitors to the City’s Downtown and historic neighborhoods.	LT3 From Suburban to Urban Main - Launch a corridor improvement project that features façade enhancements, street furniture improvements, inspired landscape installations, green infrastructure and advanced urban design principles to address the conversion of Main Street from a Suburban to Urban character.
NT4 New Doors for an Old Town - Create new entranceways to the City along with an improved way-finding system to guide residents and visitors to local attractions and services. Special signage can be provided to indicate upcoming city beautification projects.	MT4 Signage Improvement -Determine the feasibility of restructuring the City’s municipal code regarding signage for businesses, including appropriate size, installation, color, and other criteria; determine the use of temporary signage, both residential and commercial.	
NT5 Expand Historic Districts -Evaluate the City’s existing historic districts with an eye towards expanding their boundaries, devising better interpretive materials, organizing weekly tours and investigating the possibility of establishing new districts	MT5 Train Trestle - Work with the railroad company to restore the old overpass on East Main to new glory complete with an architectural feature/signage signaling the entrance to Brownsville’s historic and central business district	

6.2 | OBJECTIVE 2: LOCAL EMPLOYMENT, ENTREPRENEURIAL, AND INVESTMENT OPPORTUNITIES - Table of actions aimed at strengthening the city’s economic and tax base by expanding local employment, entrepreneurship, and investment opportunities for current and future residents and business owners

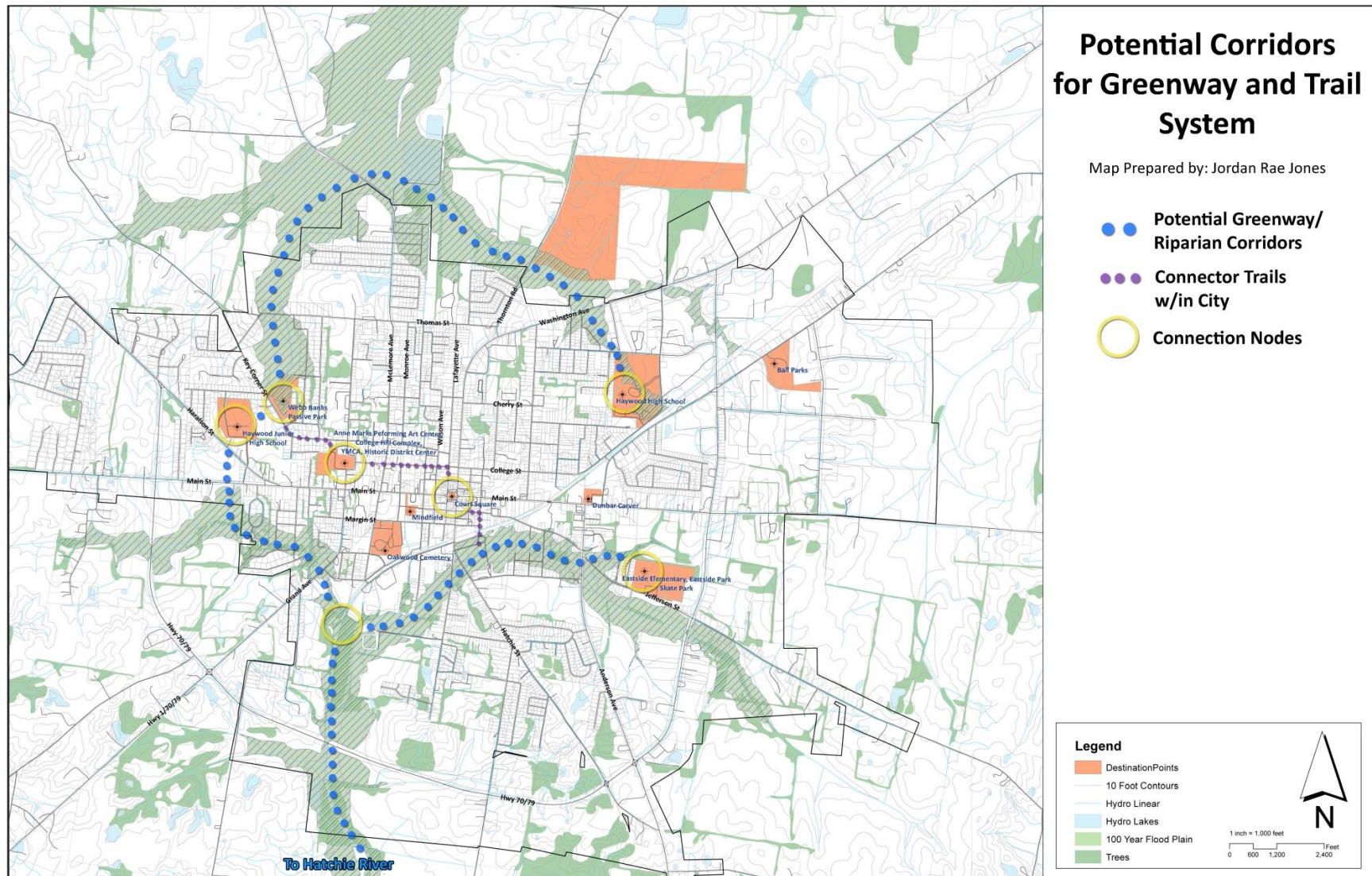
Near-Term (1-5 years)	Mid-Term (6-10 years)	Long-Term (11-15 years)
NT1 Branding Brownsville - A comprehensive, strategic, and aggressive branding, marketing, and promotion campaign designed to sell Brownsville as an attractive residential community, business location, investment opportunity and tourist destination within the Mid-South	MT1 What’s Cooking/Baking -A coordinated/strategic effort by local business leaders to recruit a successful restaurateur/baker from within the region to establish a quality family restaurant /bake shop in a currently underutilized first floor location on/ near Court Square.	LT1 4H Home Base -Make Brownsville the location of a new regional 4-H Education and Training Center in West Tennessee built by the State Cooperative Education Service.
NT2 Buy Brownsville -An organized campaign to support local agricultural, retail, wholesale, and service business by increasing local purchases made by the City of Brownsville, the Haywood County School District, and local non-profit organizations, especially churches.	MT2 Emerald Brownsville -A city-initiated energy conservation program - retrofitting single-family homes, local institutions, and municipal properties, generating green jobs while significantly reducing the energy requirements of local building stock.	LT2 College on Court Square -Adaptation of vacant rooms of the Court House located in the middle of Court Square to serve as a multi-university complex where nearby colleges and universities could offer educational services.
NT3 Digging Downtown Project - A systematic effort to bring people back to Court Square to enjoy art, music, culture, and shopping, building upon the excitement generated by the City’s recent upgrading of the Court Square.; organize Friday evening Music series, Saturday Farmers Market, Sunday Classic Outdoor movie program and end-of-the-school year social history festival to attract residents and visitors to the Court Square District	MT3 Play Ball Brownsville -A modest upgrading, marketing, and scheduling of the City’s baseball, softball, basketball, and football fields for use during regional, sectional, and national tournaments. This effort could potentially bring thousands of young people and their families to the City.	LT3 Ecotourism - Recreational and educational programs dedicated to the protection and enjoyment of the Hatchie River and Wildlife Sanctuary and other prime nature areas through the promotion of nature-loving activities including walking, hiking, biking, canoeing, and fishing. Work with the Nature Conservancy and other local groups to formulate a plan, coordinating with the Greenway system and developing a blueprint for river access.
NT4 Revolving Loan Fund - Activate the revolving loan fund to provide funding for small businesses with a focus on job creation and/or retention, and business expansion and/or startups	MT4 SOUTH INDUSTRIAL PARK - In partnership with Haywood County, complete the infrastructure for the South Industrial Park to enable expedient occupancy of new businesses and industries there.	LT4 Agritourism - Collaboration with area farmers and Extension Agency to create visitor venues promoting and accessing all locally based agricultural activities and businesses.
NT5 EXPANSION AT I-40 - Complete a comprehensive plan for development of the urban growth area between Exits 56 and 60, with the goal of measured growth as a part of the overall development along the Interstate		

6.3 | OBJECTIVE 3: CITYWIDE GREENWAY SYSTEM - Table of actions aimed at connecting the City's areas of public and historic interest through a proposed greenway system which utilizes the existing floodplain to improve access to the city's neighborhoods and facilities and the Hatchie Wildlife Refuge, while mitigating storm water and flood damage.

Near-Term (1-5 years)	Mid Term (6-10 years)	Long-Term (11-15 years)
NT1 Let's Move - Establish a Greenway Conservancy to coordinate the planning and development of a circumferential greenway that will serve as a central feature of the City's flood control system and an important regional recreational amenity	MT1 Securing Resources - Implementation of a multi-pronged development strategy focused on securing public and private resources to complete segments of the greenway	LT1 To the Hatchie -Design and construct a public hiking and biking trail connecting the city's proposed greenway to the Hatchie Wildlife Refuge.
NT2 Concept - Complete conceptual drawings and construction documents related to the establishment of a fully developed greenway around the City incorporating existing parks and a potential second passive park in the Sugar Creek region	MT2 Securing easements -Acquire land and utility easements required to complete the greenway, as well as a public hiking and biking trail along Sugar Creek to strengthen the city's connection to the Hatchie Wildlife Refuge	LT2 Link with other Trails - Integrate the Brownsville greenway and Sugar Creek trail to the region's emerging urban and rural trails and scenic byways program
NT3 Retention Plan -Produce a storm water retention plan and design reflecting international best practices for the entire City, focusing on flood prone sections around Sugar and Nixon Creeks	MT3 Trailhead design - Organize an international design competition for the creation of a "green" Trailhead information, education, rental and repair facility	LT3 Connectivity - Implement sidewalk and street improvements to enhance local connectivity to this growing urban/rural trails system
NT4 Neighborhood & Trailhead Parks – Acquire land and develop three (3) park/trailhead areas within the City, in Phase I; develop the Tamm Park, the Iola Street Walking Trail, and the Dunbar/Carver Park		LT4 Operation Birdwatcher - Every year the Audubon Society, in cooperation with Cornell University's Ornithology Laboratory, mobilizes local volunteers to organize a Census of local bird life throughout the United States. Brownsville's location in the middle of a major north/south avian flyway along parts of the Hatchie River Wildlife Refuge makes it an ideal location to engage in this low impact recreational activity.

See Map on following page.

Figure 6.3 – Potential Greenway and Trail System



6.4 | OBJECTIVE 4: PUBLIC EDUCATION, ARTS, AND CULTURE - Table of actions to strengthen the City's competitive position within the region and nation through strategic investment in public education, arts, and culture

Near-Term (1-5 years)	Mid-Term (6-10 years)	Long-Term (11-15 years)
NT1 Adults on the Move - Expand the number of English as a Second Language (ESL) and General Education Diploma courses being offered for youth and adult learners	MT1 Engagement Brownsville -The City, in cooperation with the Haywood County Schools and the Brownsville Public Library, would work to contract with service-learning experts to formulate a developmental approach to getting school-age children directly engaged in ongoing public service, community-building and problem-solving efforts within the community.	LT1 Museum studies - Encourage local business to come together to fund Post-Graduate Assistantships to assist the Haywood County Museum, Dunbar Cultural Center, and the Delta Heritage Museum in securing the services of anthropology, education, and or museum studies students to assist with operational tasks.
NT2 AP on the Advance - Increase the number and variety of Advanced Placement courses available to Brownsville and Haywood County secondary students thereby improving their college admissions profiles and completion times.	MT2 Brownsville leadership network Work with area businesses, institutions, and agencies to develop internships that will allow students to acquire new knowledge and skills while strengthening their attachment to Brownsville and increasing the likelihood they will return to the City following their graduation from college.	LT2 The Greenway Ecological Education Center - Open classroom and learning laboratory for School children, located on the soon-to-be constructed greenway. near the current high school and featuring a teaching garden with organically grown items, an arboretum highlighting local species, a composting area, solar collection exhibit, and dry toilets.
NT3 Intercultural Brownsville -Establish a Human Relations Council in Brownsville that will work with outside consultants to develop and implement a cultural awareness and diversity training program for local residents, leaders, and officials.		LT3 The New Haywood County High school -The design and construction of a new Haywood County High School near the center City using green design principles that will allow students to actively study sustainable approaches to architecture, engineering, and planning.
NT4 Brownsville/Haywood Higher Ed Center - Address significant education attainment needs with the establishment and expansion of higher education credit and technical offerings, workforce training and adult education programs, working with local community colleges, universities, and technology centers taking advantage of local education facilities and distance learning technology already in place.	MT3 Brownsville cultural connection - Establish curriculum development grants for teachers to work with volunteers and staff from museums to create new lessons involving school children in working with the historical and cultural materials in these collections. Explore a program working with Library staff in to educate students in ancestry research as part of understanding their heritage	LT4 College Hill Arts Camp - Use of the former campus of the Female Bible College for a 10-week summer arts, music, and drama camp for area and boarding junior and senior high school students.
NT5 Arts Central -Work with local artists, Arts Council, and Chamber to host periodic art parties for various ages and groups offering painting and art workshops in a festive and fun interactive setting(s) on the Square/Main Street	MT4 Arts Venue - Establish a venue to host exhibits of local art students, artists, and craftspersons.	

6.4 (Continued)

Near-Term (1-5 years)	Mid-Term (6-10 years)	Long-Term (11-15 years)
NT6 I Recreational and Youth Activities - Identify public/private partnerships to address additional recreational activities for youths and teens. Insure planning for downtown venues and events, as well as community-wide programs, include youth input		

6.5 | OBJECTIVE 5: TRANSPORTATION, ACCESS AND INFRASTRUCTURE - Table of actions to facilitate the movement of people and goods by enhancing the City’s existing infrastructure and wayfinding systems

Near-Term (1-5 years)	Mid Term (6-10 years)	Long-Term (11-15 years)
<p>NT1 Transportation survey - A transportation infrastructure survey will provide a detailed picture of the current state of roads, sidewalks, bike lanes and other improvements needed to insure residents multiple transportation options. This survey will feature a map showing the condition of all routes including sidewalks and other pedestrian and bike ways. The final product will include maps showing current conditions as well as gaps in the existing network to be prioritized as short-term improvements to be made.</p>	<p>MT1 Gateway/Corridor Enhancements - Work with TDOT, local businesses, and the Brownsville Chamber of Commerce to improve the Anderson Ave/Main Street corridor from I-40 to Downtown, the primary entrance into Brownsville, to create an attractive gateway for travelers, tourists, and residents, and to address safety and accessibility concerns. Critical infrastructure issues include aging and unsafe sidewalks, intrusive utility poles, unattractive parking lots, and the absence of landscaping .To further complement access improvements, downtown will serve as a prime connection point for residents and visitors to utilize the exciting new urban trail system. It might, over time, attract a trail-related business such as a bike shop, sports store, coffee shop or eatery</p>	<p>LT1 Free Brownsville - Collaborate with local utility officials and engineers to establish sites for electric car charging. Such a facility could engage those working in the City to consider hybrid or electric vehicles. It could also serve as another stop on the “green tour of Brownsville” developed to attract those visiting the State’s nearby Solar Farm and the Hatchie National Wildlife Reserve to the City.</p>
<p>NT2 Senior Dedicated Transit - Continue to support and expand the SWTHRA dedicated vehicle program serving seniors and individuals with disabilities. Determine the feasibility for SWTHRA to establish regularly scheduled, fixed routes to meet seniors’ needs to travel to doctors, churches, stores, etc.</p>	<p>MT2 The Road to Jackson -Explore the feasibility of establishing regular van or bus service from Brownsville to major employment centers in Jackson and Memphis.</p>	<p>LT2 Alternative Fuels Initiative -Studying the extent to which the City, School District, and County could achieve energy efficiency and environmental benefits by changing the mix of fuels they use in their respective motor fleets.</p>
<p>NT3 Safe Routes to Schools & Brownsville Greentrail - Continue to seek TDOT Safe Routes to School Grants where applicable to encourage larger numbers of students, staff, and faculty to walk and bike to and from school.</p>	<p>MT3 Ride Sharing -Survey those employed by local firms to determine if car-sharing and car-pooling could reduce local vehicle miles traveled reducing costs to the workers and the City while not reducing their convenience.</p>	
<p>NT4 Roundabout - Work with TDOT to determine the most appropriate treatment of the intersection of the Bypass and Highway 76 (Anderson Avenue), including a roundabout to create an attractive gateway into the City, while providing an efficient, streamlined traffic flow</p>		

6.6 | OBJECTIVE 6: QUALITY HOUSING CHOICE AND SECURITY

Table of actions aimed at insuring quality housing choice and security for current and future City residents through creative approaches to neighborhood preservation and enhancement, and expansion of the City's housing stock.

Near-Term (1-5 years)	Mid -Term (6-10 years)	Long-Term (11-15 years)
NT1 Christmas-in-April -An initiative aimed at organizing local volunteers to undertake small repairs and cosmetic improvement projects for low to moderate income homeowners who cannot, for a variety of financial and physical reasons, complete these projects.	MT1 In Town Housing & Infill Initiative - Re-zone Court Square District to encourage a variety of in-town housing developments reinforcing the economic and social function of the city center	LT1 Bradford Square Revisited - Redevelop Bradford Square as a mixed-income, mixed-use, mixed-finance project to include housing, neighborhood-oriented retail services, including a grocery, and various educational and civic uses.
NT2 Senior Home Repair Program - A fundraising effort to support home repairs for seniors that go beyond those covered by grants available through the Senior Home Repair Program funded by the U.S. Department of Housing and Urban Development.	MT2 Employer assisted housing - Establishment of an employer-assisted housing fund to encourage housing rehabilitation and new infill construction in targeted residential areas.	LT2 Brownsville Choice Neighborhood Initiative - Explore replacement of the County's most troubled family housing complexes by taking advantage of HUD's newly-established Choice Neighborhood Planning and Implementation Grants.
NT3 Brownsville Turn Key Housing Initiative - A program using Federal Community Development Block Grant and/or Neighborhood Stabilization Funds to acquire, rehabilitate, and retrofit currently foreclosed properties. These homes would subsequently be made available to individuals and families who have been displaced by the floods that devastated Brownsville in 2008 and 2010.	MT3 Brownsville Assisted Living Project -Recruit a recognized non-profit senior housing provider to develop an assisted living complex offering a range of housing types and supportive services.	LT3 The Garden City at Brownsville - Seek a developer interested in working with local residents and leaders to design and build a green housing project that promotes resource conservation, active lifestyles, and social integration, establishing links with traditional neighborhoods and the Brownsville Greenway
NT4-Neighborhood Watch & Connectivity - Strengthen community organization, support, and interaction building on the neighborhood safety watch meetings held regularly in each of the four wards, promoting family activities, educational opportunities, community events, and neighborhood clean-up and improvements.	MT4 Mid-Town Neighborhoods & Infill -Initiate guidelines and programs for restoration, preservation, and character-appropriate in-fill in the traditional residential districts surrounding the town core. Expand the existing residential historic overlay to these areas. Explore the establishment of a preservation trust to assist in restoring architecturally significant houses in disrepair.	

7 | WHERE WE GO FROM HERE?

7.1 | The Review and Approval Process

This report will be presented to the Brownsville Planning Commission (Commission) in January, 2012 for their review, comment, and endorsement. Following the Commission's action, the Board of Alderman will hold a public hearing to allow residents to comment upon the report. Following public input, the Mayor and Board of Alderman will vote on a resolution to adopt the overall development goals and objectives ("the plan") as set forth in the Brownsville on the Move Report.

7.2 | Using the Plan to Guide Future Decisions

Once the plan has been adopted, the Brownsville Planning Commission (Commission) should review the report's full set of "Near Term" Projects selecting 3-4 as strategic objectives for Year 1. Working with the Board of Alderman, the Mayor's Office, the Chamber of Commerce, and other civic bodies within the community, the Commission should organize citizen-led committees to assume responsibility for advancing these initiatives along the lines presented in this document. At the end of each year, the Commission should review the progress made towards fully implementing these initiatives taking on new projects from the "Mid-Term Projects" list as additional people and resources become available. The annual review and status update will include progress toward action steps and will address any necessary revisions to strategically align with future conditions and economic factors at that point in time.

As the fifth anniversary of the plan approaches, the Commission should consider engaging an outside consultant to re-evaluate the remaining projects listed in the immediate, mid-term, and long-term categories. Once this review has been completed, the Commission should review the items listed in the "Mid-Term Project" List in order to establish priorities for Year Six.

7.3 | Contact Information

For more information regarding the plan or how you can be more involved, please visit the Brownsville on the Move website at: <http://www.brownsvilletn.gov> and click on Government/Planning, or contact Sharon Hayes, Brownsville Planning Director, 731-772-1212, shayes@brownsvilletn.gov.

Footnotes: Updated July 2012: page 19-NT4; page 21-NT5, MT4; page 23-LT1, LT3; page 25, 7.3 contact information